

CITY OF SAN JOSÉ, CALIFORNIA

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MAYOR

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March 24, 1987
Agenda Item 9f

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UNIVERSITY OF CALIFORNIA

To: Councilmembers

Subject: Task Force on the Homeless
Report to Council

From:
Mayor Tom McEnergy
Councilwoman Susan Hammer
Co-Chairs, San Jose Homeless Task Force

On January 27, San Jose City Council unanimously approved the establishment of a Task Force on the Homeless to be appointed by the Mayor, with direction to report back to Council by next June. Two days later the Task Force held its first meeting. The immediate need for emergency shelter was addressed within days. Six weeks later, on March 12, the Task Force conducted its final meeting. On behalf of the Task Force, we report the following accomplishments:

- o Opened the Commercial Street Shelter -- 50 beds for single men.
- o Expanded the Montgomery Street shelter -- 40 additional beds added for a total of 80.
- o "Freeze Trigger" -- City of San Jose will open temporary shelters when the temperature drops to 35°.
- o Directory of homeless shelters and services throughout the county -- pamphlet available to all members of the public.
- o Operational criteria -- minimum standards to operate shelters ensure comfort and safety to those being sheltered and protect adjacent neighborhoods.
- o Site selection criteria -- provide consistent land use review to ensure appropriateness of sites.
- o \$1.8 million in city redevelopment money to provide shelters -- Task Force recommends \$300,000 additional for the Julian Street Shelter for the mentally ill; \$500,000 for shelter for single people; \$1 million for shelter for families.

(Continued on Page 2)



To: Councilmembers
From: Mayor Tom McEnergy and Councilwoman Susan Hammer

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3/24/87

The ten members of the Task Force deserve our gratitude. Without question, professionals from the field of homeless service providers brought an expertise to the group that made the accomplishments, as well as the fast pace, possible.

Barry del Buono, Executive Director
Emergency Housing Consortium

Leo Charon, Executive Director
CityTeam Rescue Mission

Al Diludovico, Executive Director
Housing for Independent People

Jim McEntee, Executive Director
Human Relations Commission

Peter Miron-Conk, Director
Urban Ministry of San Jose

Reverend Gerry Phelps, Executive Director
Concern for the Poor

Jim Purcell, Executive Director
Catholic Charities of Santa Clara County

Chuck Reed, Chairman
Planning Commission, City of San Jose

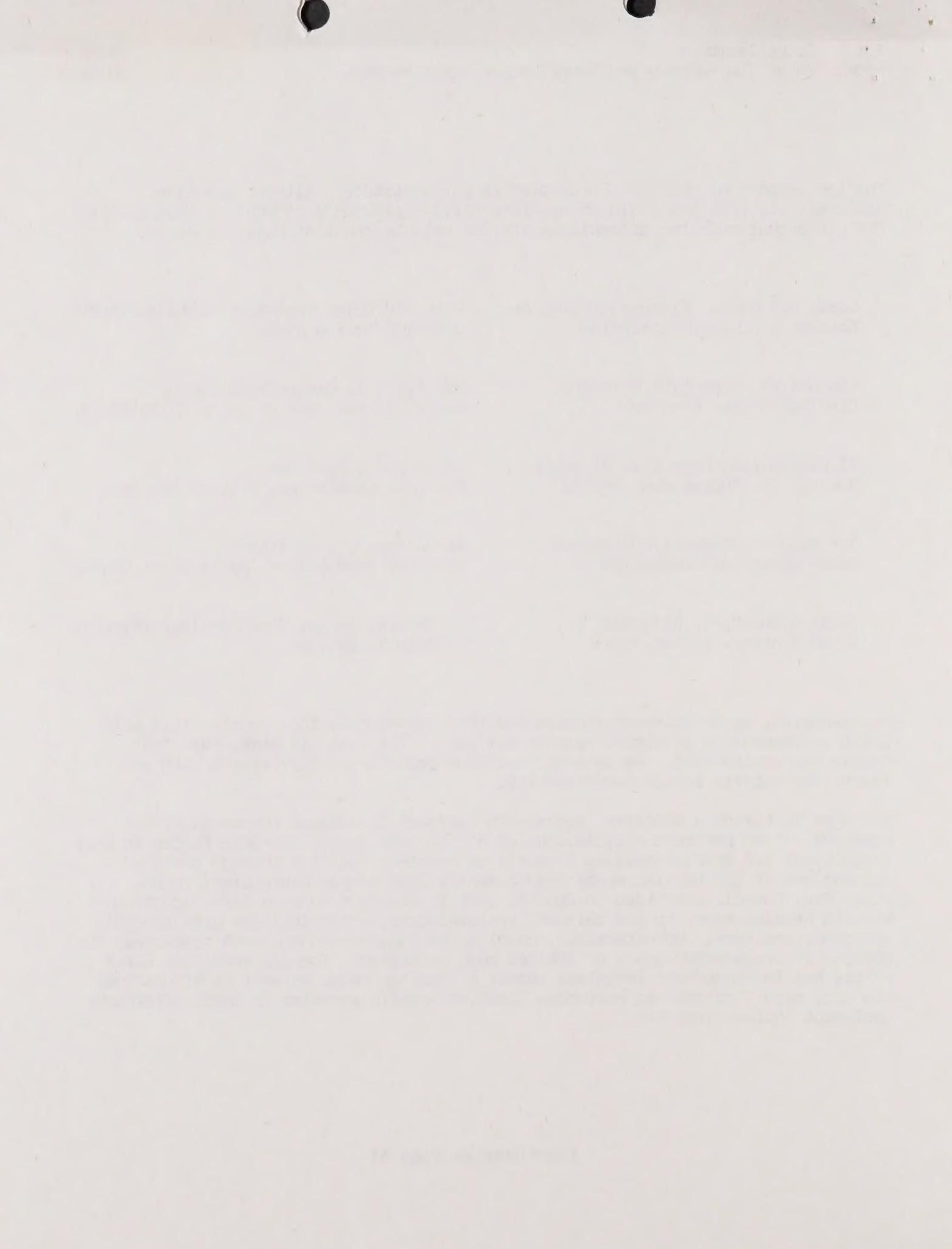
Zoe Lofgren, Supervisor
Board of Supervisors, Santa Clara County

Ed Thrift, Senior Vice President/Partner
Lincoln Properties

As co-chairs, we are pleased to have had this opportunity to work with this able group to respond to an urgent need in our city. The last six weeks have been hectic and challenging. We have had a unique opportunity to research with and learn from experts in our own community.

San Jose is taking a positive, aggressive approach to address the needs of the homeless. Even before the establishment of the Task Force, San Jose funded in this fiscal year 1.5 million dollars directly to homeless shelters through combined allocations of 20% housing money and Community Development Block Grant funds. Also, City Council committed in January 1986 to allocate an even larger portion of our 20% housing money to the category of low-income, which includes providing for emergency shelters. Unfortunately, despite the application of these resources, the problem of inadequate supply of shelter beds persisted. The six week Task Force effort has increased the immediate supply of shelter beds, as well as streamlined the city permit process to encourage local non-profit agencies in their efforts to implement shelter programs.

(Continued on Page 3)



To: Councilmembers
From: Mayor Tom McEnery and Councilwoman Susan Hammer

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3/24/87

We urge your positive consideration and adoption of this report from the Task Force on the Homeless. As we applaud the gains achieved by this group, let us understand this council is now only beginning to address the larger issue of homeless housing. We believe we must now begin to ensure commitment to a full spectrum of housing opportunities that begin with temporary emergency shelter. We must continue to actively, deliberately channel available resources to all types of low-income housing opportunities.

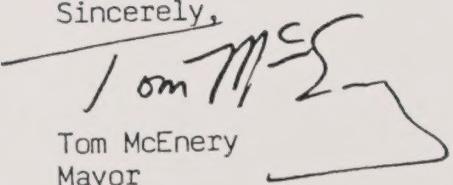
In closing, we emphasize that shelters alone are not the answer to the homeless issue. Temporary emergency shelters are only the first step toward the permanent solution to homelessness -- affordable housing.

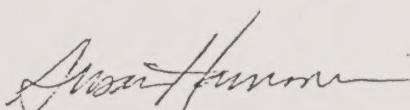
Recommendation:

We request council action as follows:

- o Accept the Report to Council
- o Approve Site Criteria
- o Approve Operational Criteria
- o Approve \$1.8 Million Set Aside of Agency 20% Housing Funds

Sincerely,


Tom McEnery
Mayor


Susan Hammer
Councilwoman

TASK FORCE ON THE HOMELESS

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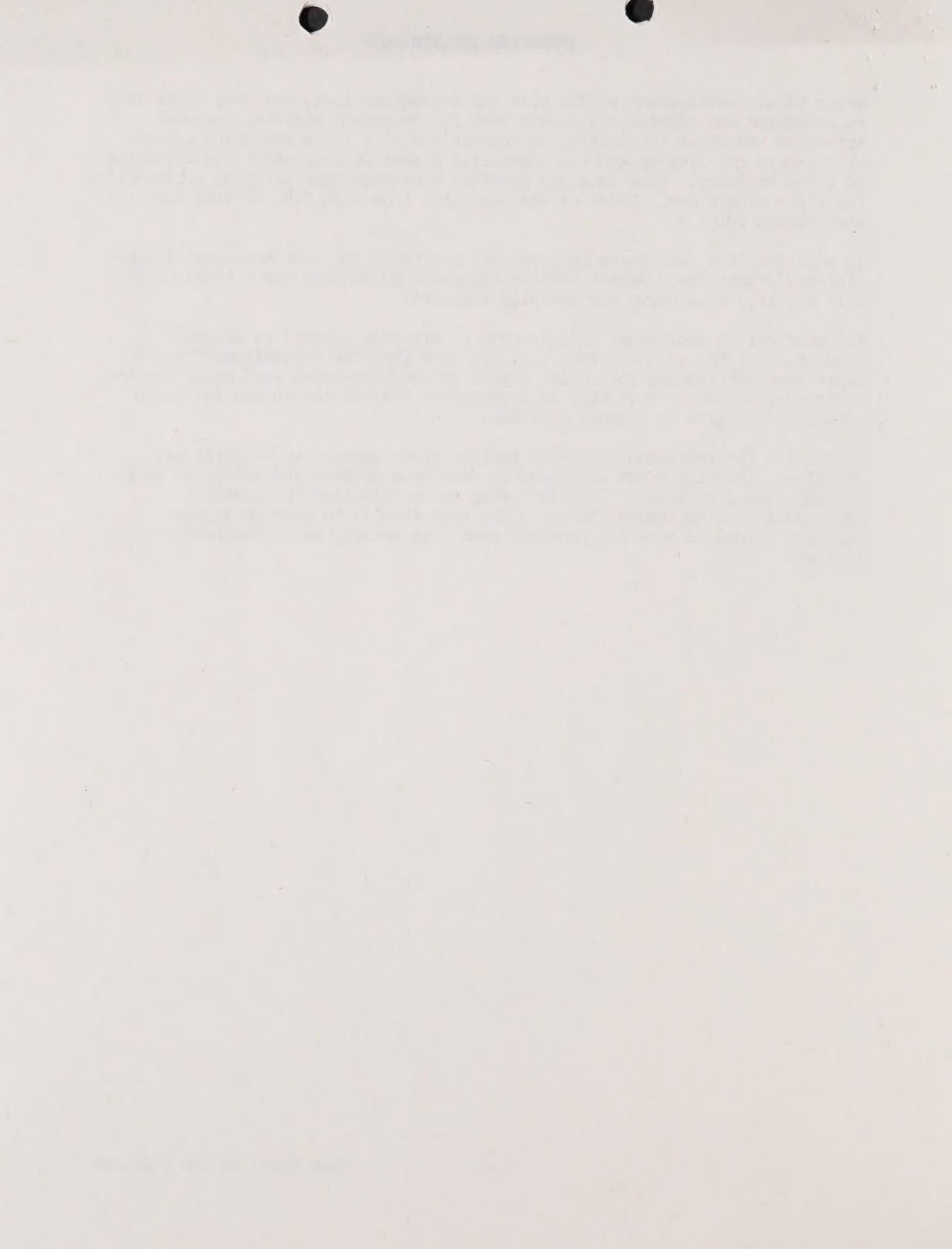
IMMEDIATE SHELTER NEED

Prior to the development of its plan and recommendations, the Task Force chose to recognize and address San Jose's need for emergency shelter. Special attention was given to locating an appropriate site for a temporary shelter. Within days the City opened the Commercial Street Shelter under the direction of Urban Ministry. This facility provides dormitory-type sleeping arrangements for fifty single men. Hours of operation are from 6:00 P.M. to 8:00 A.M., by reservation only.

In addition, the Task Force proposed and monitored the fast tracking of Urban Ministry's Montgomery Street Shelter expansion by 40 beds for a total of 80. This facility will serve the mentally impaired.

The need for 90 additional shelter beds is directly related to delayed completion of the Julian Street Inn. In June 1986 the Redevelopment Agency Board approved funding for Julian Street Inn on City-owned land at Julian and Montgomery Streets. This will be a permanent shelter for 50 men and women with a day program of support services.

The demand for increased emergency shelter space appears to be critical. Therefore, the Task Force continued to develop a program and policy to serve the homeless population. The first step is to stabilize the homeless individual with emergency shelter. The next step is to provide support services needed to move the homeless back into society as an independent citizen.



PROPOSED SHELTER FOR SAN JOSE REDEVELOPMENT ASSISTANCE PROGRAM

The Agency will set aside \$1.8 million from the 20% Housing Program to assist with the Capital costs for emergency homeless shelters as follows:

1. \$300,000 for additional costs associated with the proposed Julian Street Shelter for the mentally ill.
2. Up to \$500,000 for shelter for other single persons.
3. Up to \$1,000,000 for shelter serving families.

The funds will be set aside from current year and fiscal year 1987-88 funds. Actual disbursements will be made from cash balances to allow the start of rehabilitation in time to open the facilities before the winter season.

APPLICATION TIMELINES:

In order to meet the winter season target date, the following schedule is proposed:

<u>Step</u>	<u>Completion Date</u>
1. Board Approval of Set aside and Program Criteria	March 24, 1987
2. Advertise for Proposals	March 30, 1987
3. Deadline for Proposals	April 24, 1987
4. Screening and ranking of Applications by Staff	May 4, 1987
5. Top rated Applicants apply for CUP	May 13, 1987
6. CUP Approval	July 8, 1987
7. Board Approval of Business Terms	August 6, 1987
8. Final Agreements Signed	August 10, 1987

This timeline is based on the best case circumstances. Appeals to a Conditional Use Permit for example could stretch the process by six weeks. Rezoning would require considerable extra time.

The timelines for approval is based on the land use hearing process being complete before the assistance is approved by the Board. Going forward with the CUP process will require certain City fees, project drawings, etc. In addition, site control may also require up front cash payments to property owners even for a short-term "free look". Out of the maximum funds allocated for each type of facility, it is proposed that up to \$10,000 per final application (i.e. after staff screening and ranking) be provided for these expenses.

APPLICATION REQUIREMENTS/SELECTION CRITERIA:

Applications for assistance under this program will be evaluated in accordance with the following criteria:

1. Minimum Requirements

- A. Site Control: Applicants shall provide evidence of site control conditioned only on City land use and Agency approvals. Generally speaking, the greater the amount of assistance, the longer the term of control. If the applicant proposes to lease the property, the lease term shall be no less than 5 years if the Agency assistance is no more than \$200,000. The lease term shall be proportionately longer if a



higher amount is requested. Leases shall provide for Agency election to take over the remaining term if the applicant can no longer continue operation.

If acquisition is proposed, the applicant must be willing to execute a promissory note and deed of trust to secure an Agency deferred payment loan.

- B. Operating Budget: Applications must include a detailed budget for at least the first full year of operation with specific identification of revenue sources. If applicable, a fund raising program must be set forth in detail. The O&M funds for the first six months of operations must, at the time of execution of the assistance agreement with the Agency, be on deposit with the applicant or must be evidenced by unconditional written commitments.
- C. Operating Experience: The applicant must be able to demonstrate recent, successful experience in operating facilities of a similar nature.
- D. Operations Plan: Applicants must present a detailed plan covering such areas as employee selection and training, provision of any necessary support services and a program to comply with all land use permit conditions, etc.
- E. Development Budget: The application shall include a preliminary cost breakdown with the initial application which shall be followed, with a detailed estimate from a reliable third party, no later than two weeks after obtaining initial staff screening approval.

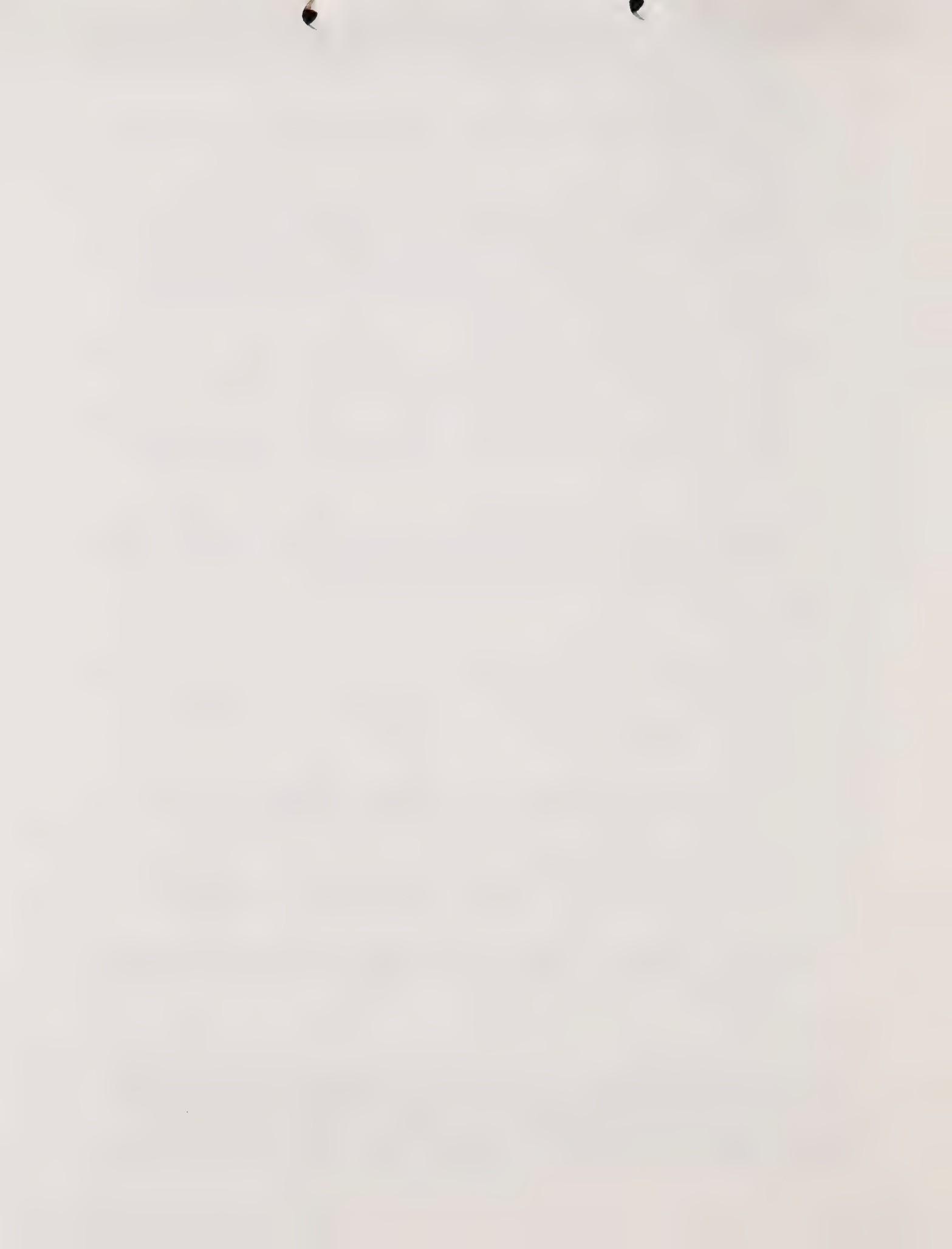
2. Ranking of Proposals

Applications meeting minimum requirements shall be evaluated in accordance with the following general criteria:

- A. Ability to complete the shelter and make beds available rapidly.
- B. Cost per unit.
- C. Extent to which the applicant has funding commitments from other sources that would result in leveraging Agency funds.
- D. Ability to effectively manage the shelter.
- E. Extent and reliability of ongoing funding sources to operate the shelter.
- F. Extent to which the applicant has developed an effective program to coordinate provision of services with those of other public and private agencies.

FUTURE FUNDING:

This program is proposed as a one time set aside program. Future projects will be required to apply through the normal application process and compete with other proposals for available funds. It is recommended that a process be established to provide for follow up inspections, a review of utilization of existing shelters as a basis for determining future needs and possible funding commitments.



FREEZE TRIGGER

The City's Task Force on the Homeless requested at its meeting of February 5, 1987, the development of a program to address weather emergencies affecting homeless citizens.

At its meeting of February 26, 1987, the Task Force reviewed a staff report and recommended the development of a procedure to provide emergency shelter for the homeless when adverse weather conditions exist which may be life-threatening. Such conditions may be created by cold weather reaching temperatures of 35°F or lower.

Other cities have instituted emergency sheltering programs under adverse weather conditions. The City of New York uses police officers to assist homeless individuals to designated City emergency shelters when the temperature drops below 32°F. The City of Los Angeles decided in February 1986, to study the use of dry or heated public buildings for emergency overnight shelters.

The City of San Jose designates, under its Emergency Services Plan, the Department of Parks and Recreation responsibility for Welfare and Congregate Care. The performance of such duties in emergencies is coordinated with other City departments and the American Red Cross. The City's emergency preparedness plan provides for a number of public sites to be utilized in emergencies. Columbus Park, located at Spring and Taylor Streets, will be the staging site to intake individuals during a weather emergency and transport them to various overnight shelter locations. A procedure for this kind of emergency situation has been developed and is attached.

Under the procedure, three levels of actions are triggered:

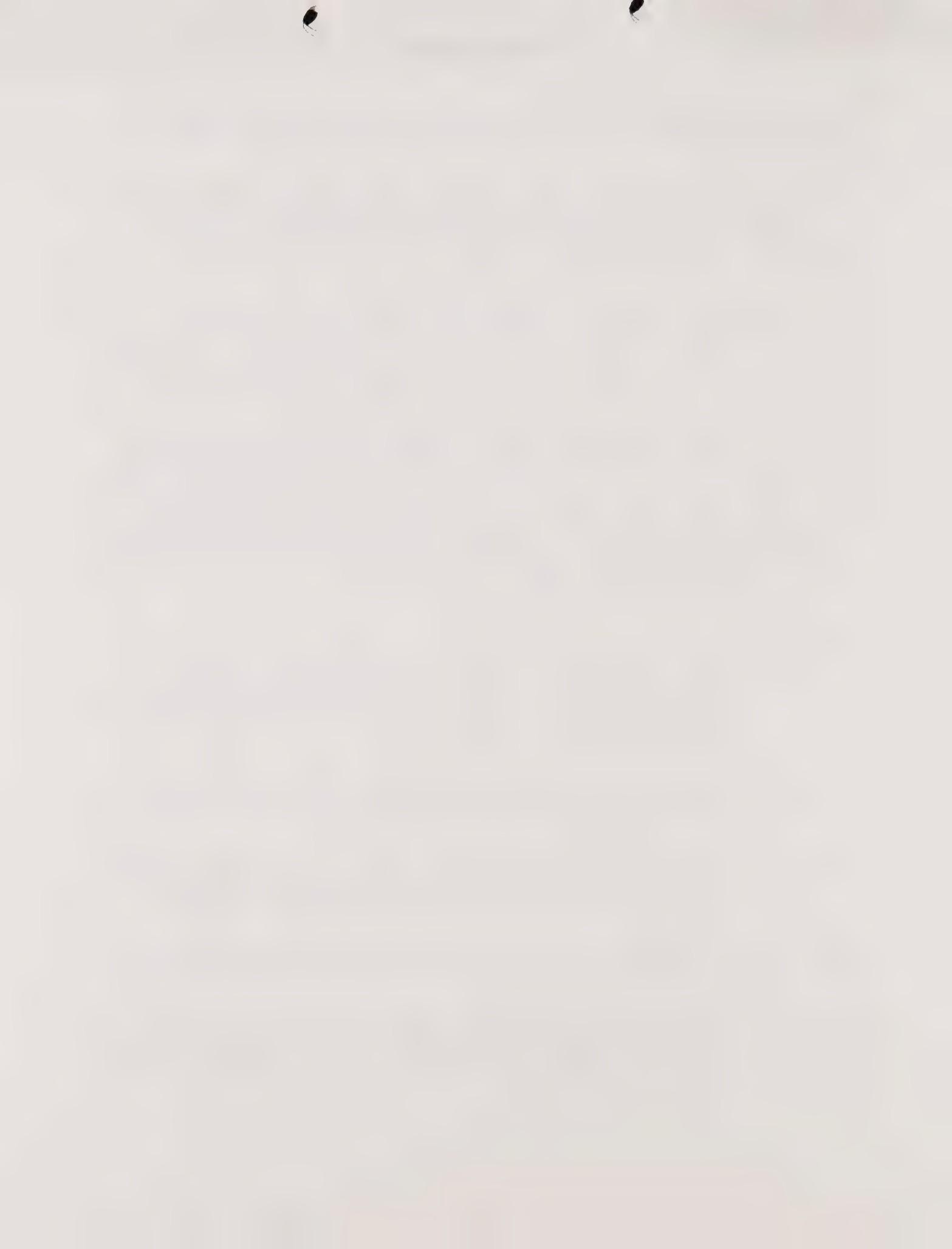
Phase I - When an emergency is declared, the Columbus Intake Center becomes operational. Staff coordinates with Emergency Shelter providers the availability of beds at the different shelter facilities and the transportation of homeless individuals to shelters with available beds.

Phase II - If Emergency Shelters are filled to capacity, individuals are transported to various church locations which may participate in this emergency program.

Phase III - If additional emergency shelter facilities are needed, Parks and Recreation staff will set up an emergency shelter at Leininger Center and/or other facilities with appropriate staffing and supplies.

Staff will prepare within a week a detailed operational plan for the implementation of this procedure.

The development of this procedure has been coordinated with the Task Force for the Homeless, Emergency Shelter providers, various religious organizations and several City departments, including Parks and Recreation, Emergency Services, Fire, and City Attorney's Office.



Cost of Recommendation: It is estimated that implementation of this recommendation will require \$15,794 to operate 2 facilities for a full year. Emergency shelters would probably be needed for only 4-5 days for the balance of this fiscal year at a cost of \$3,000 to \$4,000 and these costs could be absorbed in the current budget. Partial reimbursement by the American Red Cross and the Federal Emergency Management Agency (FEMA) will be pursued by staff.

PROCEDURE FOR EMERGENCIES CALLED BY EXTREME WEATHER CONDITIONS

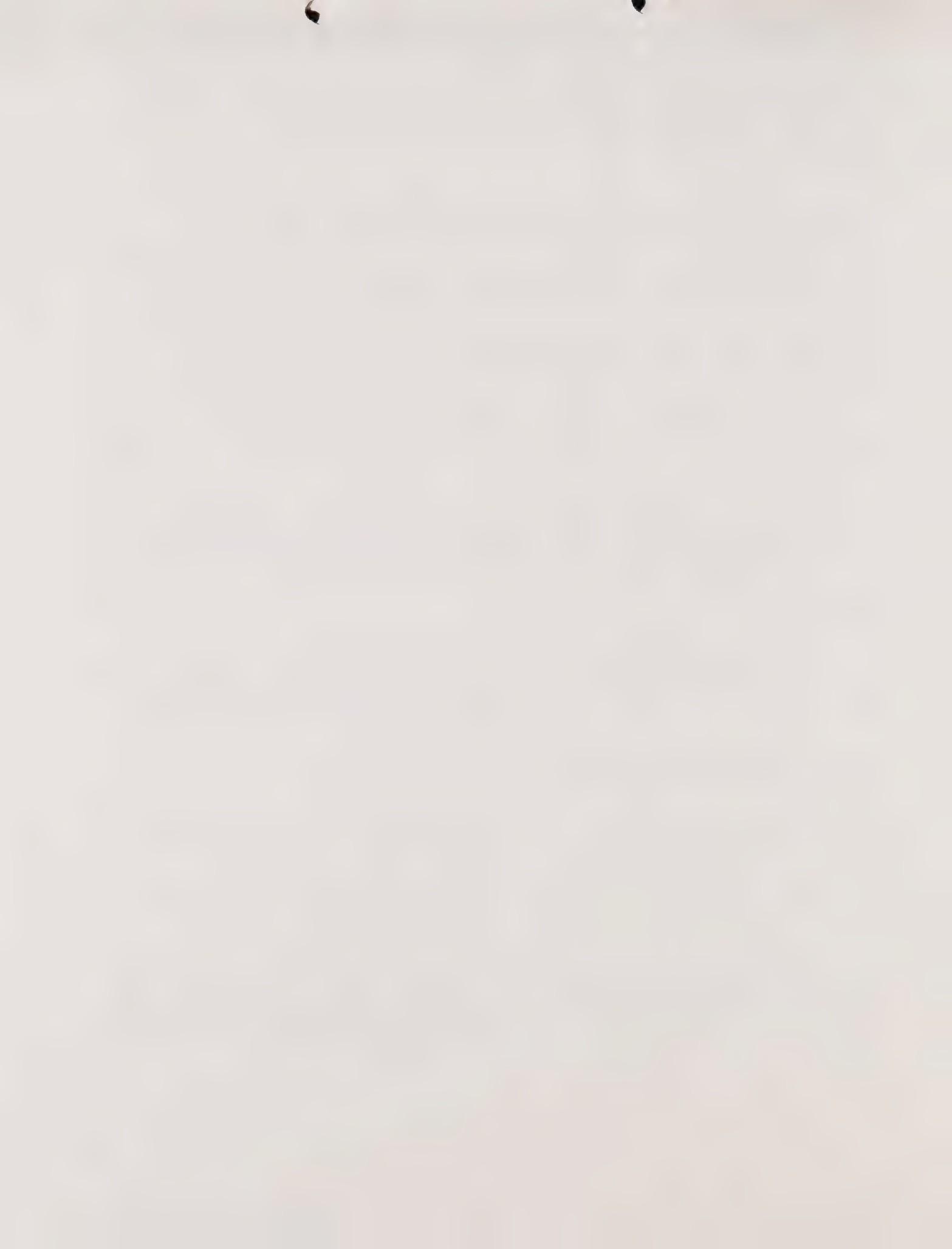
"Weather emergency" is defined as the actual or threatened existence of life-threatening weather conditions causing extreme peril to the safety of homeless persons within San Jose, such as prolonged temperatures at or below 35°F.

The City Manager in his or her capacity as the Director of Emergency Services shall have the following responsibilities:

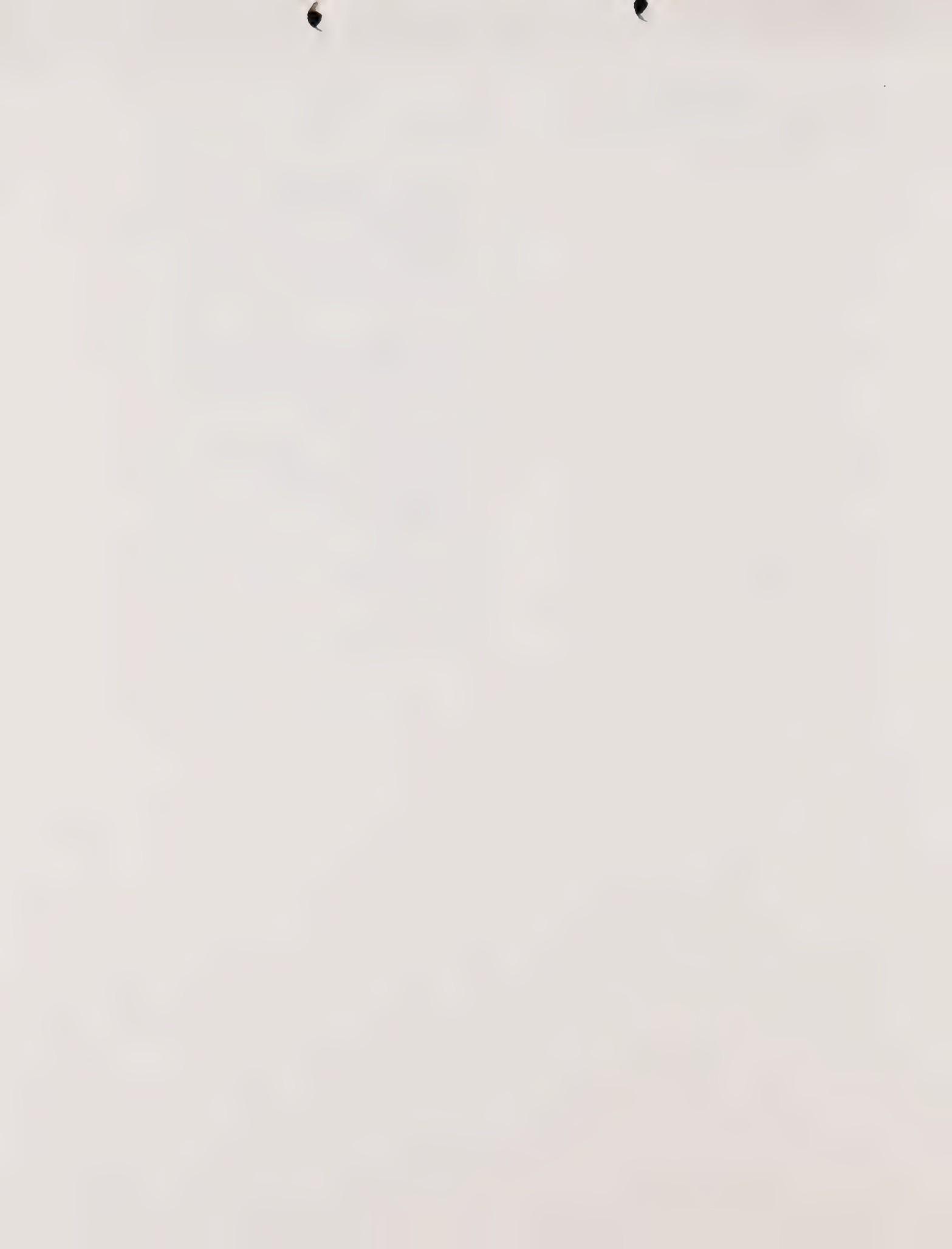
1. Recommend to the Mayor and City Council, that a state of emergency be proclaimed because of existing or potential weather conditions, or
2. At his or her discretion issue such a proclamation if Council is not in session.
3. Exercise as necessary such powers as are granted to the Director of Emergency Services in Section 2.16.100 of the San Jose Municipal Code. All emergency services shall be provided pursuant to and in accordance with the provisions of Chapter 2.16 of the Municipal Code.

PROCEDURES:

RESPONSIBILITY	ACTION
1. Office of Emergencies Services	Monitor and communicate current and forecasted weather conditions to the City Manager.
2. City Manager, Mayor and City Council	Declare an emergency.
3. Parks and Recreation	Coordinate the opening of Columbus Park Intake Station.
4. Parks and Recreation	Notify and assign personnel to staff emergency shelters.
5. Public Information Officer	Notify press and media.
6. Parks and Recreation Staff Public Safety Personnel	Outreach to homeless individuals and coordinating outreach with American Red Cross, community-based organizations, and shelter providers.



RESPONSIBILITY	ACTION
7. Parks and Recreation	<p>Open Emergency Shelter facilities.</p> <ul style="list-style-type: none"> o Phase I - Columbus Intake Center becomes operational. Staff coordinates with Emergency Shelter providers the availability of beds at different locations and the transportation of homeless individuals to those locations. o Phase II - If emergency shelters are filled to capacity, individuals are transported to various church locations participating in the emergency program. o Phase III - If additional shelter facilities are needed, Parks and Recreation staff will set up an emergency shelter at a City-owned facility.
8. Finance Department	Develop appropriate accounting forms and procedures.
9. Emergency Services Council	Develop long-range emergency plans.



SITE CRITERIA

The demand for emergency shelter has steadily increased in most cities in the United States. The need to provide more homeless shelters in San Jose is reflective of this trend.

The San Jose Municipal Code provides that shelters for homeless facilities may be permitted with a Conditional Use Permit in the agricultural, commercial, manufacturing and residential districts, excluding the R-1 One-Family Residence District.

This policy is designed to provide criteria for the consistent review and compatibility of homeless shelters with nearby uses.

The following criteria shall be applied in the review of all Conditional Use Permits for homeless shelters. These are general criteria and should not be construed as a complete checklist of requirements which may be imposed for a particular site. Except where the criteria are also Code requirements, as noted below, deviation may be proposed. Where deviation is proposed staff shall justify such deviation in the staff report written in conjunction with the Conditional Use Permit. Compliance with the criteria does not guarantee permit approval. The criteria are as follows:

1. Facility description. As a preference, emergency shelters should be built specifically to shelter the homeless, or should be designed as the reuse of one of the following building types:
 - Church, school, or other public service facility, when incidental to the general program of such primary use;
 - Vacant apartment, motel or similar building designed for and meeting requirements for group occupancies established in the City-adopted Uniform Building Code; or
 - Vacant commercial or industrial building.
2. Location. The shelter should be located on or near a "major collector" as shown on the General Plan Land Use/Transportation Diagram.
3. Supervision. On-site supervision shall be provided whenever the shelter is occupied (Zoning Code requirement).
- *4. Duration of Stay. Emergency temporary lodging shall be provided for a maximum of sixty (60) days (Zoning Code requirement).
5. Support Services. The shelter should be located within reasonable distance of any necessary support services. However, every effort should be made to avoid an over concentration of social service facilities in any residential neighborhood; and, if designed or intended for the developmentally or socially disabled, the following additional criteria apply:
 - Public transportation should be nearby, or the facility should be within walking distance of where this population tends to concentrate; and



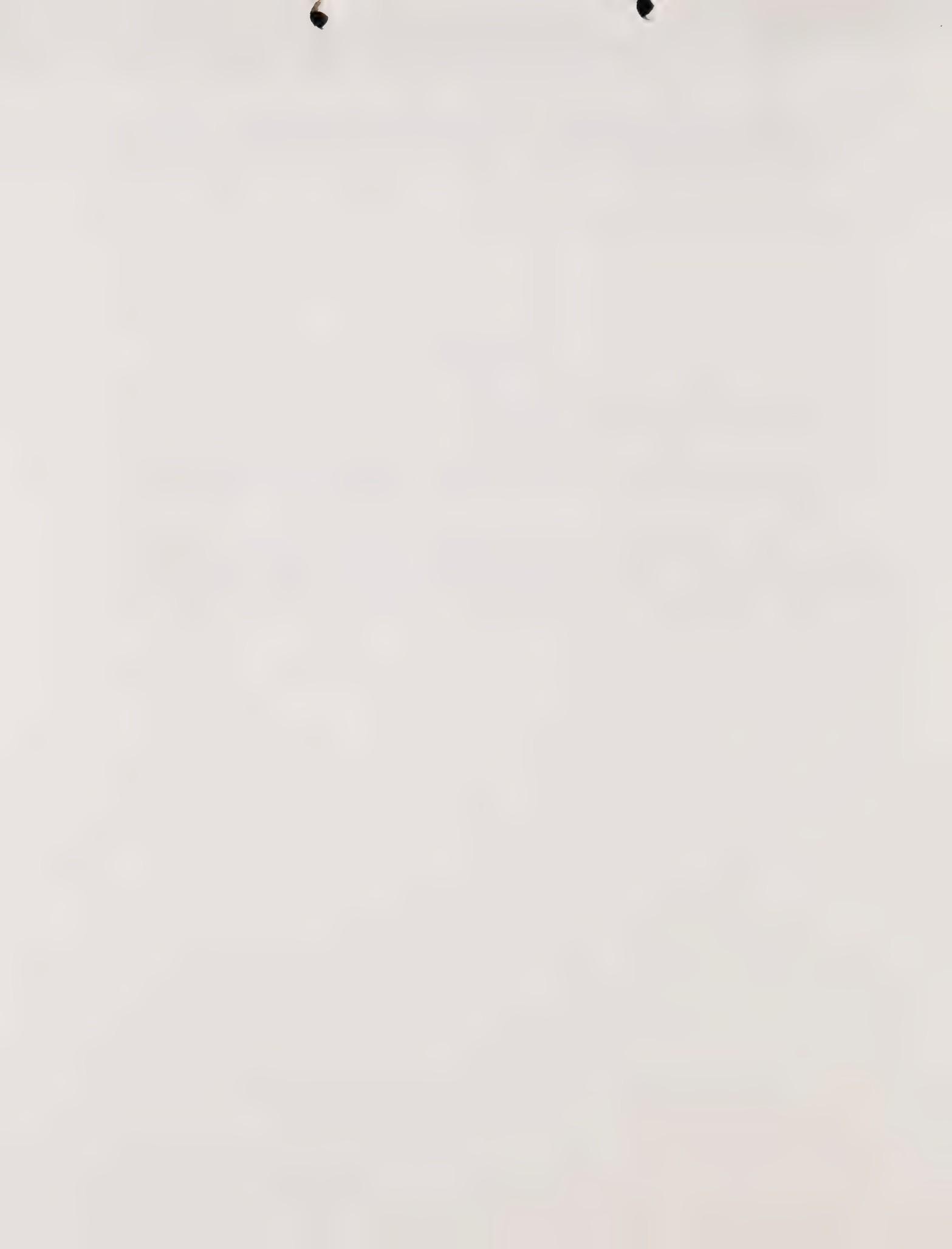
- Social services designed to find permanent housing, employment and other assistance should be within reasonable travel distance.
6. Parking. Off-street parking shall be provided according to Code requirements specified for a residential care facility. The number of parking spaces may be reduced in number by the Conditional Use Permit authorizing the emergency shelter.

* Requires Zoning Code Amendment.

DEFINITIONS

1. Emergency Shelter - Housing provided to needy individuals or families for a period of sixty (60) days or less.
2. Transitional Housing - Housing provided to needy individuals and families for a period of more than sixty (60) days and less than eighteen (18) months.

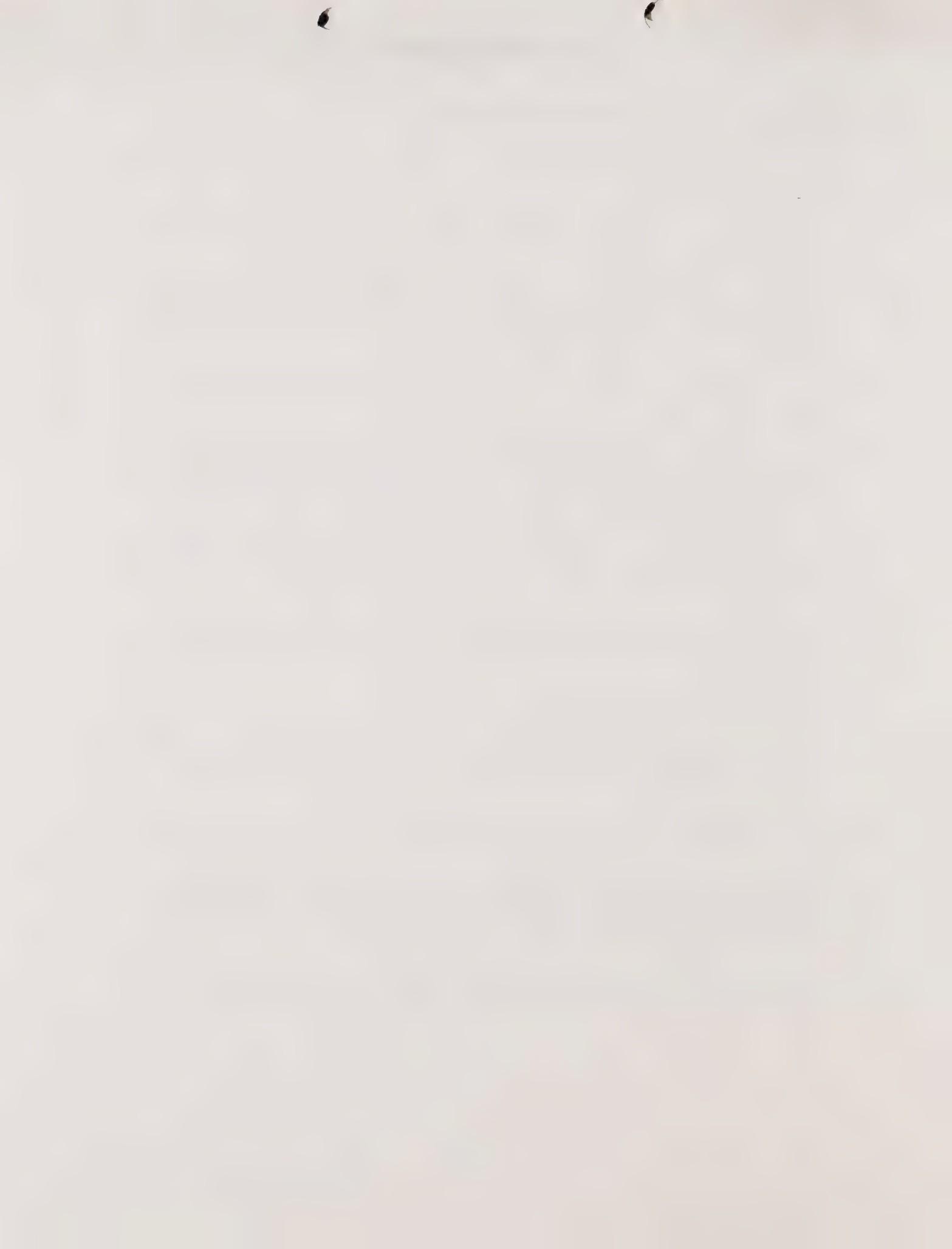
These are the only two (2) terms that should be used in describing types of Shelters. The term temporary describes the period of time that a facility will be available for use for either Emergency Shelter or Transitional Housing and not to the length of stay of individuals or families in that particular facility.



OPERATIONAL STANDARDS

Emergency Housing Shelters operating within the City of San Jose must follow these criteria:

1. Shelter services must be provided with dignity, care, and concern for the individuals involved.
2. The Shelter should be operated by a non-profit corporation with a bona-fide professional staff and an independent Board of Directors.
3. The buildings used to shelter the homeless should comply with City, County and State Building, Fire and Health Codes, and must be maintained in a safe and sanitary condition at all times, unless appropriate exemptions have been obtained from the appropriate agencies.
4. In all Shelters there should be adequate separation of families and singles, and adequate separation of single women.
5. It is preferable that Shelter space be made available to individuals and families by a phone reservation process. However, when this is impossible because of special circumstances, the waiting lines should be made inconspicuous and should be on the property whenever possible.
6. No drugs, no alcohol, no weapons will be allowed on Shelter property at any time. (If guests have a legal weapon, it should be checked in with the Shelter staff.)
7. No disorderly conduct will be tolerated. No threatening, no abusive language will be tolerated. No excessive noise will be tolerated, e.g., loud radio, etc.
8. Smoking will be restricted to designated areas.
9. All guests should be required to maintain their own area in an orderly condition and should also be assigned some other responsibilities or tasks at the Shelter.
10. There should be definite arrival, check-in/check-out times and restrictions on staying in the area of the Shelter.
11. Supportive services relating to the homeless condition of the guests should be either directly or indirectly provided, e.g., job counseling; tenant education; help to obtain permanent housing, help to provide for school attendance of children, etc.
12. There should be at least one paid staff person on site at all times when guests are there. Paid staff can be supplemented by volunteers.



LEGISLATION AND ISSUES

FEDERAL LEGISLATION:

Appropriations -

Federal Emergency Management Agency (FEMA) -

PL 99-500 \$70,000,000 for fiscal year 1987
\$ 472,786 provided for Santa Clara County.

Emergency Additional Appropriation (fiscal year 87) for the Homeless

PL 100-6 (H.J. Res. 102) \$45,000,000 (special supplemental)
\$ 268,362 provided for Santa Clara County

Distributed through the Emergency Food and Shelter National
Board Program to local governments and private non-profit groups.

HUD Programs

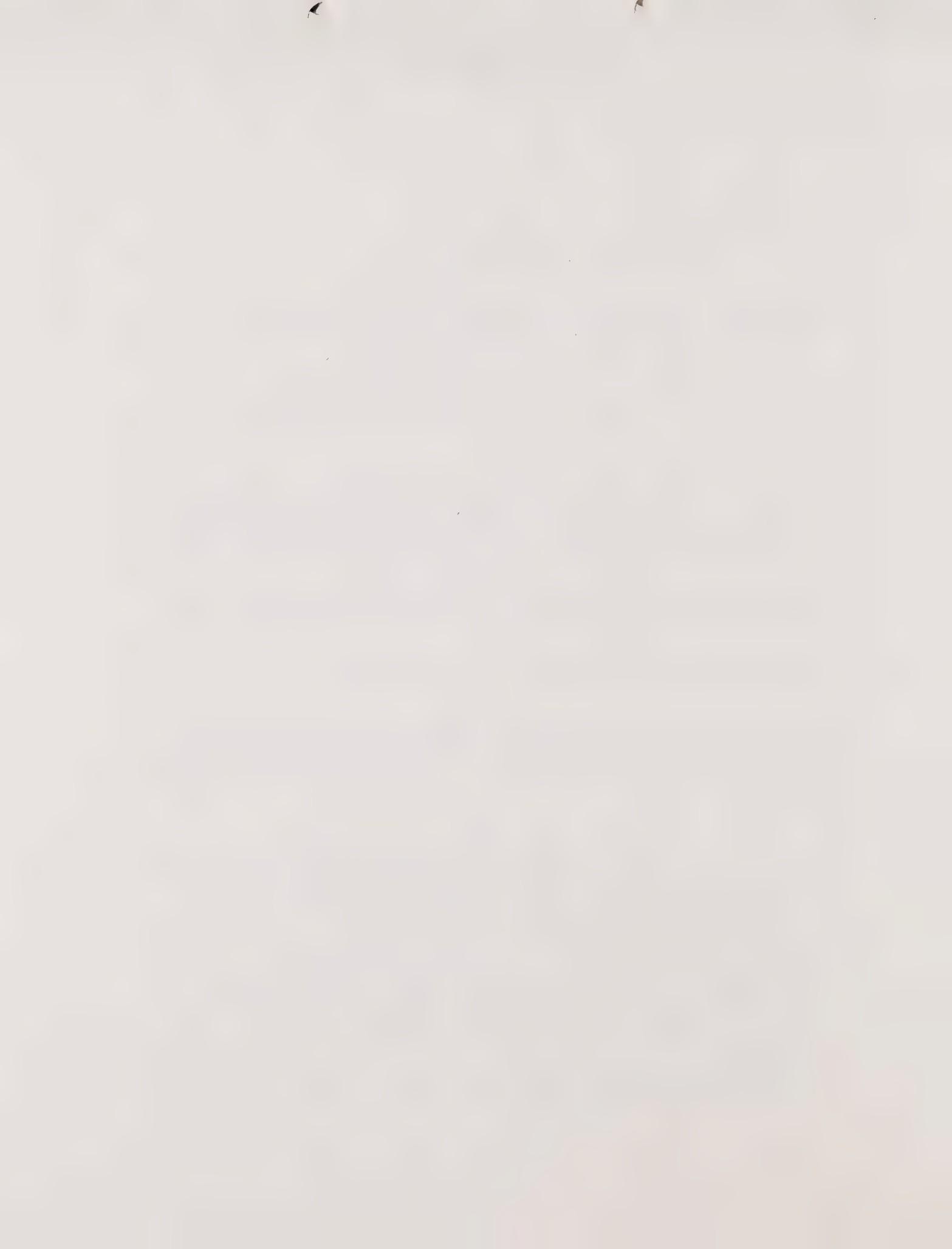
\$10 million Emergency Shelter Program - funds have been distributed to states and 30 largest entitlement cities. The Foley bill (HR 558) has \$100 million for this program - through CDBGs. HUD has indicated that San Jose should get a significant grant under this program next year.

\$5 million - Transitional Housing Demonstration Program - the guidelines for the applications for grants under the program are attached. (\$30 million proposed in HR 558)

HR 558 Urgent Relief for the Homeless (passed by House 3/5/87)
(Foley, D-Wash)

Authorizes total of \$725 million in new aid to the homeless over four fiscal years, including \$500 million additional spending in fiscal year 1987 for shelter & health care for the homeless and \$225 million fiscal year 1988-90 for food and nutrition programs for the homeless. Major provisions:

- \$ 15 million for FEMA emergency food & shelter program
- \$ 20 million for rental & utility assistance vouchers to low income tenants to prevent eviction
- \$ 100 million for emergency shelter grants provided by Dept. of Housing and Urban Development
- \$ 30 million for HUD's transitional housing program to move homeless out of emergency shelters & into permanent housing
- \$ 90 million for HUD Section 8 rental subsidy certificates
- \$ 45 million for local agencies to provide homeless services through HHS Community Services Block Grant program
- \$ 75 million for converting surplus government property into homeless facilities
- \$ 25 million in matching grants to states to rehabilitate property for permanent housing for homeless



HR 4 HUD Reauthorization Bill (Gonzales)

This bill has \$350 million for emergency food and shelter for the homeless (will be overshadowed by H.R. 558)

S. 436 Emergency Housing Act of 1987 (Dixon)

Authorizes \$120,000,000 for fiscal year 1988

STATE LEGISLATION:

State Legislative Review - 3/10/87: Legislation will again be reintroduced (SB 2448 - Roberti) to provide major state support for homeless programs. Additional efforts will also focus on creation of tax credits as an incentive to providing low and very low income rental housing. Other proposed legislation will attempt to preserve low income housing units which are threatened by loss of existing federal subsidies; provide changes in landlord/tenant laws to protect tenants; set limitations on school fees and property taxes levied on low income housing and emergency shelters; provide for the creation of a senior housing rental assistance program; and incentives to encourage non-profit development of low income housing.

The Governor's 1987-88 state budget proposes a reduction in Tidelands Oil Funds from \$20 million to \$10 million for the California Housing Trust Fund (similar to the 1986-87 proposed budget) with \$4 million for emergency shelters, \$2.5 million for residential hotel preservation, \$2 million for self-help housing, and \$500,000 for senior shared housing. Legislative efforts will seek additional funding in the state budget for permanent housing for homeless children and their families, self-help housing, operating costs for emergency shelters, administrative costs for non-profits and other housing needs.

In light of the State's current revenue limitations and the political climate, we will probably see a large number of homeless bills introduced this session, but those passing will ultimately have a very modest impact on the homeless issue.

AB 1435 will create a pilot model of service delivery and professional case management especially geared towards the homeless population in the counties of San Diego and Santa Clara. The pilot is designed to reduce duplication, improve coordination and referral of services available and maximize the current on-going efforts of community agencies and providers of homeless services. It addresses the often heard complaints that social services are only a merry-go-round with no beginning and no end. It expands and enhances services to the homeless beyond the shelter experience and towards self-sufficiency.

AB 1435 will create three outreach/case management/intake sites in San Diego and Santa Clara Counties simultaneously (at existing agencies working with the homeless) to do information and referral, needs assessment, and follow up of homeless clients who voluntarily participate on this project. At each site, there will be a case manager/social worker and other support staff to handle the different components of the pilot already mentioned. Coordinated and computerized data will be gathered regularly to monitor who is being served

the last 10 years. This includes the first 5 years of the
1990s, which saw growth rates of 10% or more.

On the other hand, the growth rate in the last 5 years
was only 2.6% and 100,000 fewer people.

The following table illustrates the growth rate of each
region over the last 10 years. The table also includes
the projected growth rate for the next 5 years. The
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and what kinds of resources and outcomes are occurring as a result of the case-management emphasis. This is a collaborative proposal (State/County/City/Private Entities) to assist a segment of the homeless in a specific geographic area, on a manageable scale, and at no outrageous cost, towards permanent social/behavioral/emotional independence.

YOUTH:

Homeless youth have different needs from homeless adults, and should receive specialized attention. Homeless youth are often chronic runaways with major behavior problems and histories of family abuse and neglect. Homeless youth report suicidal thoughts and attempts, severe depression, and low self-esteem.

Youth need protective and safe services separate from adult services. There is a critical need for funding support for services to homeless youth in order to expand housing services.

CENSUS:

The Santa Clara County Office of Human Relations will begin work around April 6, 1987, to develop a process for the more accurate accounting of the number of homeless in the City of San Jose and the County of Santa Clara. It will meet with the Census Bureau and other experts in the field of enumeration to receive their input on the most effective way to perform this task.

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